



Building Blocks for Wisconsin's Future:

The Foundation for an Early Childhood System



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"A child's ability to be attentive, focused, and follow directions emerges in the early years. Structured early learning fosters these abilities for later success in school and life."

— National Research Council
Eager to Learn, 2000



Letter from Co-Chairs

Dear Governor Doyle:

We are pleased to deliver the report, *Building Blocks for Wisconsin's Future: The Foundation for an Early Childhood System*, submitted by the Governor's Early Childhood Advisory Council.



Reggie Bicha

Tony Evers

As directed by your Executive Order #269, the Governor's State Advisory Council on Early Childhood Education and Care was established in December 2008. The purpose of the Council was to build a comprehensive, sustainable early childhood system for Wisconsin. The Council is comprised of key leaders in early learning and care, health, child welfare, and mental health, as well as state agencies, advocacy organizations, philanthropy, business, higher education and others who serve young children and families. Together, we strive for the common goal that every child will be healthy, nurtured, safe, and successful.

The Council was very busy this year in achieving its goals. Among its accomplishments are:

- Contracting with the LaFollette School of Public Affairs at the University of Wisconsin–Madison to conduct a system assessment to review and analyze existing information regarding Wisconsin's early childhood programs and services;
- Securing a grant for funding through the American Recovery and Reinvestment Act to support the work of the Council; and
- Creating a set of recommendations to establish a foundation for a statewide early childhood system. The recommendations included in this report reflect priorities identified through the system assessment, stakeholder input, and Council deliberations.

We would like to express our appreciation to the members of your Council who have demonstrated tireless commitment to this important challenge. We are grateful for the Council's impressive work to assure a bright future for our children, our communities, and our state.

We hope you will find the recommendations outlined in this report to be useful and informative in laying the foundation to ensure that every child in Wisconsin is able to reach his or her highest ambitions.

Sincerely,

Reggie Bicha, Secretary
Department of Children and Families
Co-Chair, Governor's State Advisory
Council on Early Childhood
Education and Care

Tony Evers, State Superintendent
Department of Public Instruction
Co-Chair, Governor's State Advisory
Council on Early Childhood
Education and Care

See Appendix A for a list of members appointed to the Governor's Early Childhood Advisory Council

"The single most important thing we can do today to ensure a strong, successful future for Wisconsin is to invest in our kids early – because what we do now will determine exactly what kind of state Wisconsin will be 10, 20, even 50 years from now."

— Jim Doyle,
Wisconsin Governor



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Background and Context

Early Childhood Advisory Council (ECAC)



Governor Jim Doyle established the Governor's State Advisory Council on Early Childhood Education and Care (referred to as ECAC) in December 2008 by Executive Order #269. The Executive Order directs the Council to submit a statewide strategic foundation to the Governor. The 36 -member ECAC is co-chaired by the Wisconsin Department of Children and Families Secretary Reggie Bicha and State Superintendent of Public Instruction Tony Evers.

Charge to ECAC

The charge to the Council includes:

- conducting a statewide needs assessment of the quality and availability of early childhood programs;
- identifying opportunities for collaboration and coordination;
- developing recommendations for increasing participation in early childhood programs, including outreach to underrepresented and special need populations; and
- developing recommendations regarding professional development and career advancement plans for early childhood educators.

Strategic Plan

This report from the ECAC sets forth building blocks for designing an effective early childhood system in Wisconsin necessary to improve outcomes in school and in life for our children.

The plan is built on the work of previous efforts toward a coherent early childhood system, including:

- several years of work by the Wisconsin Early Childhood Collaborating Partners;
- consolidation of multiple early childhood programs with the creation of the Wisconsin Department of Children and Families in 2008; and
- dozens of reports and recommendations related to children's services.

The intent of this plan is to provide guidance for priority setting, public policy directions, and opportunities for partnership over the next decade.

“The best and most effective way to increase the quality of our workforce and lessen the tax burden is to invest in quality early childhood development. The sooner and the earlier, the better.”

— Dennis Winters,
Chief State Economist



Developments Over the Last Three Decades



ew knowledge and societal changes prompt the need for an overarching plan for early development and learning. We now know that the first five years of development establish an important foundation for success in school and beyond, with significant effects on our economic strength in the long run.

Brain development research. A wide range of studies have enhanced our understanding of the importance of the first five years.

“Our conclusion is unequivocal: what happens during the first months and years of life matters a lot... because it sets either a sturdy or fragile stage for what follows.” (National Research Council, 2000, *From Neurons to Neighborhoods: The Science of Early Childhood Development*)

Changes in families. Children are affected by the transformation of social and economic circumstances affecting families with young children, including the workforce participation of parents, high levels of economic hardship, increasing cultural diversity, and racial/ ethnic disparities in health and developmental outcomes.

“Today in Wisconsin 72 percent of children under 6 years old have all parents in the workforce, one of the highest rates in the nation.” (Wisconsin Council on Children and Families, *Wisconsin’s Early Care and Education Landscape: Planning for a Coherent System*, November 2009)

Increased concern about school achievement gaps. Children entering school without the tools to succeed often fall behind and stay behind. Children need nurturing settings to foster healthy social and emotional development, good health and nutrition, and early learning.

“A child’s ability to be attentive, focused, and follow directions emerges in the early years. Structured early learning fosters these abilities for later success in school and life.” (National Research Council, *Eager to Learn*, 2000)

Early investment pays off. Multiple studies show that dollars invested in well-designed programs to promote positive early development and learning result in, short- and long-term economic benefits.

“Dollars invested in early childhood development yield extraordinary public returns.” (Art Rolnick and Rob Grunewald, Federal Reserve Bank of Minneapolis)

See Appendix B for graphs that demonstrate supporting research on brain development, vocabulary by income, economic development and public investment.

“Investments in high-quality early education programs have the highest rate of return of any social investment.”

— James Heckman,
University of Chicago
Economist and
Nobel Laureate

Summary of Key Findings of System Assessment



Given what we know about the importance of the first five years and the potential of early investments, the ECAC contracted with the University of Wisconsin for an assessment of Wisconsin's early childhood programs. The resulting report on the state's early childhood programs, based on a review of 111 reports, documents, and other data.

“Ensuring the quality of our early care and education system is one of the best investments we can make in Wisconsin’s kids and in our state’s future.”

— Ken Taylor
Executive Director
Wisconsin Council on
Children and Families

Key Gaps Found in System Level Findings

Lack of a coherent system. The report found a complex mix of county, regional, state, and federal structures and services.

Incomplete data system. The report found that a comprehensive data system does not exist about early childhood programs, individual children and families, and communities.

Insufficient mechanism to measure effectiveness. The report indicated inadequate data on early education experiences, the quality of services provided, and unmet community needs.

Inadequate access screening for developmental delays. The report found that a substantial proportion of children under age five do not receive standardized screening for developmental delays.

Key Gaps Found in Early Childhood Program Sectors

1. Stable, Nurturing, and Economically Secure Families

Parenting education is comprised of a diverse set of programs, creating a fragmented system, with limited information on the range and quality of services provided.

Home visiting programs in Wisconsin target primarily at-risk families, but serve only a fraction of that population.

Economic support benefits are often underused by eligible families.

2. Safe and Healthy Children

Health disparities across multiple important health outcomes are evident for children of color.

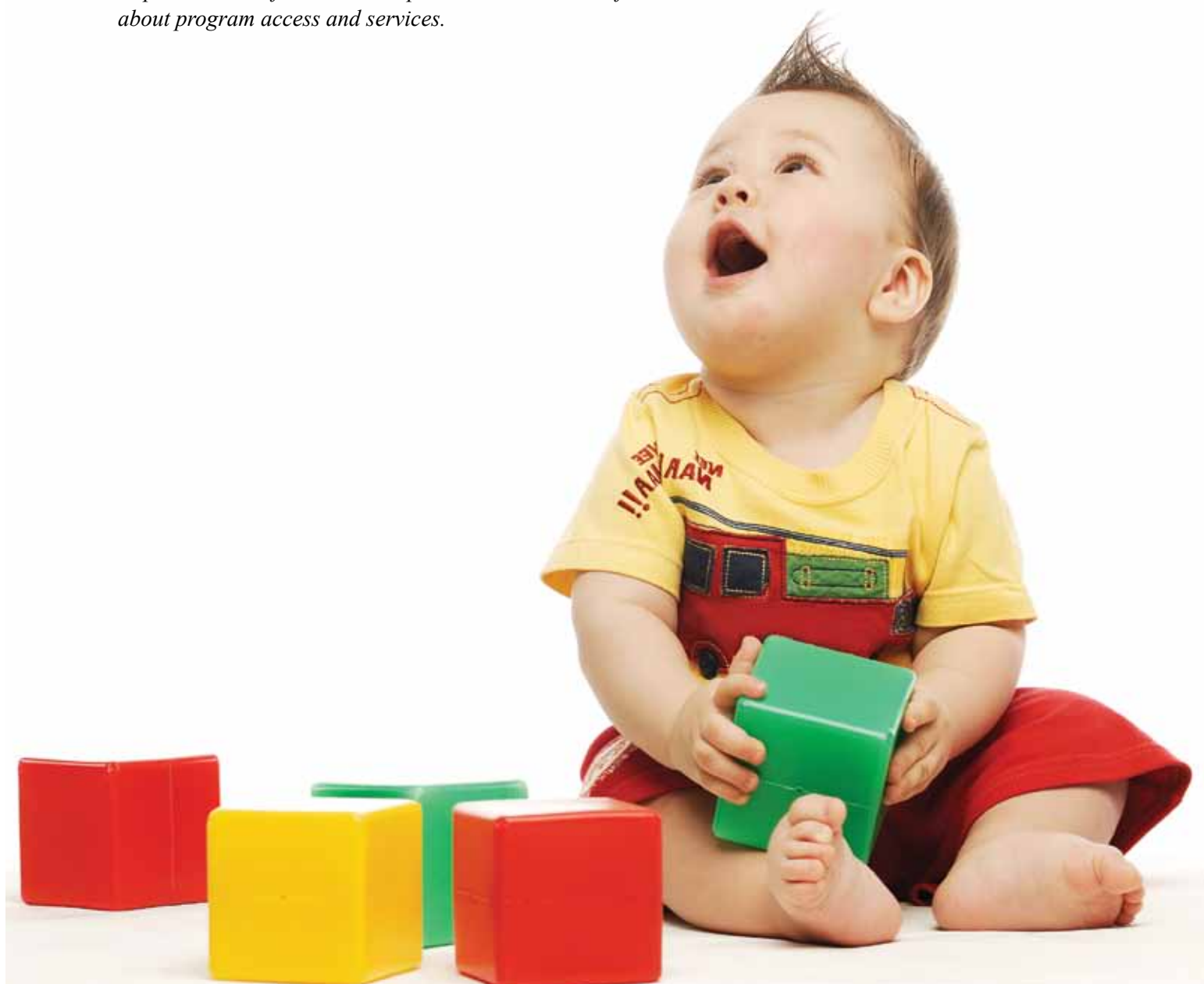
Mental health: More than half of children in need of mental health services do not receive treatment.

3. Quality Early Learning

Data on quality. The report identified incomplete data on Wisconsin children's education experiences and the quality of care and education they receive, especially for those served in programs not publicly funded.

Educational levels. The report found that educational attainment of child care workers was relatively low, reflecting their low wages. The report found that only 30 percent of family child care providers and 45 percent of center-based providers had post-secondary education (2- or 4-year degree), considerably lower than educational levels of teachers in 4-year-old kindergarten and Head Start/Early Head Start.

See Appendix C for a document showing key early childhood responsibilities of three state departments and other information about program access and services.





Why a System is Needed: The Case for Change



he needs assessment reinforced the call for an overarching approach to ensuring that children get off to a good start. Early childhood programs in the public and private sector have expanded rapidly but have been largely independent and uncoordinated.

While Wisconsin has done better than many other states in providing access to key early childhood services and in coordinating and consolidating programs, a strong oversight mechanism can add value and coherence to our efforts and investments.

Overview of a System Approach

Goal. We want every child to be healthy, nurtured, safe, and successful.

What Every Child Needs. We believe children develop optimally in the first five years when they have:

- a stable nurturing and economically secure family;
- a safe and healthy environment;
- quality early learning experiences; and
- supportive communities and neighborhoods.

Measuring Progress. We need to establish a data collection system to measure how well Wisconsin is meeting this goal. Our recommended approach is to collect aggregate data on school readiness at key points in time. School readiness refers to the conditions necessary for children to succeed: responsive families, communities, receptive schools, and ready children. In measuring children's progress we consider the whole range of development: physical, emotional, social, and cognitive. We support development of a statewide system for monitoring readiness that is not a high-stakes system, but rather a system for measuring desired outcomes and providing information on progress and assuring access to needed supports.

Address Areas of Weakness. Outcome data can inform us of areas of need on the local and state level, and help us assess what resources the state can provide to improve local outcomes.

Statewide Oversight and Leadership. Wisconsin needs a state-level mechanism to oversee the early childhood system.

With these system approach concepts in mind, the ECAC developed an overall goal, guiding principles, and recommendations for:

- Strategies for change in three program areas related to families, health and safety, and early learning; and
- Overarching structures that provide for statewide screening and assessment, data system development, and statewide coordinating and planning mechanism.

“What currently exists is not a system at all, but a chaotic assortment of fragmented or unevenly available public and private programs supported by categorical funding streams, many of which would be far more effective if intentionally linked as part of a coherent system of early childhood services.”

— Annie E. Casey Foundation
*Early Warning! Why Reading
by the End of Third Grade
Matters, 2010*



Recommendations from the Early Childhood Advisory Council

Overall Goal

Every child will be healthy, nurtured, safe, and successful.

Guiding Principles

CHILDREN. Our primary focus is on the best interests of Wisconsin's children, whose early years are crucial to their success.

PARENTS. Parents and other primary caregivers are the key decision-makers, teachers, and advocates for their children.

COMMUNITIES. Communities must provide integrated quality services to ensure children's access to quality education, physical and mental health services, and family support.

SYSTEMS. Public, private, and government entities share the responsibility for implementing comprehensive systems.

PROFESSIONAL DEVELOPMENT. Quality professional development opportunities support a skilled and stable workforce.

FINANCING. Adequate and equitable financing, derived from multiple funding sources, supports comprehensive and continuous early childhood services.

PUBLIC POLICY. Wisconsin public policy should support blended funding streams to create comprehensive systems.

"The business case for early childhood education is strong. In Wisconsin, there will be chronic worker shortages for decades unless all kids get a head start now."

— Tom Still
Wisconsin Technology Council



Recommendations: Early Childhood Program Areas

I. Stable, Nurturing, and Economically Secure Families

Desired Outcome

Families and communities foster stable and nurturing environments.

Strategies for Consideration

Increase evidence-based home visiting for children and families considered to be at-risk.

Expand high-quality parenting programs linked to early care and education settings.

Increase the economic security and stability of vulnerable families through improved access to, and communication about, the economic support benefits for which they are eligible.

Increase the capacity of parents to support their families through participation in education and job training programs.

Build on community efforts to support families (through targeted efforts like Promise Neighborhoods, Harlem Children's Zone, or fatherhood initiatives).

Rationale

Addresses gaps identified by UW assessment report: home visiting services and "take-up" of economic support benefits.

Builds on recommendation from 2009 Governor's Building Bridges to Family Economic Success Summit.

Builds on recent new federal resources for home visiting and efforts to strengthen parenting programs and parent education strategies.

Aligns with research supporting positive impacts of evidence-based home visiting and parent engagement.

"Virtually every aspect of early human development, from the brain's evolving circuitry to the child's capacity for empathy, is affected by the environments and experiences that begin early in the prenatal period and extend through the early childhood years."

— National Research Council and Institute of Medicine, *Neurons to Neighborhoods: The Science of Early Childhood Development*, 2000.

“Initiating healthy habits in early life is more effective and far more cost-effective, than try to change unhealthy habits later in life.”

— Wisconsin State Health Plan, Department of Health Services, 2010

2. Safe and Healthy Children

Desired Outcome:

All young children are physically, socially, and emotionally healthy.

Strategies for Consideration

Develop and implement effective approaches to address health disparities, by income, race, or ethnicity.

Create and implement incentives to increase access to oral health services.

Develop a community response system to support children and their families where there is risk of neglect.

Expand access to mental health specialists for children and their families with significant mental health challenges.

Increase the understanding to support the social and emotional well-being of young children, parents, caregivers, and professionals.

Rationale

Addresses gaps identified by UW assessment report: income and racial health disparities and poor oral health.

Builds on recent efforts to address oral health care.

Addresses Department of Health Services recommendations found in *Healthiest Wisconsin* goals.

Aligns with community response approach to address neglect builds on promising nationwide strategies and state progress.

Agrees with research that supports the importance of prevention and early intervention.

A proportion of young children exhibit high levels of behavior that may indicate serious emotional issues.

Builds on recent initiatives like the Infant Early Childhood and Family Mental Health Certificate.

3. Quality Early Learning

Desired Outcomes:

All young children experience nurturing early learning opportunities.

Strategies for Consideration

Build on and coordinate existing professional development structures to create an aligned system to train teachers, caregivers, and other providers which facilitates children's competencies in all areas of development (including but not limited to: colleges and universities, YoungStar, DPI licensing, and T.E.A.C.H. Early Childhood).

Build an effective early learning system to address children from birth to age three and their families, including a network of infant toddler specialists.

Work through YoungStar to reward high-quality programs and improve the quality of care and education.

Continue to support early learning through expanded Early Head Start/Head Start, statewide four-year-old kindergarten, and inclusive programming for children with disabilities.

Strengthen community partnerships in the delivery of early learning services.

Rationale

Addresses gaps identified by UW assessment report: quality of early care and education.

Supports research citing positive outcomes from high-quality early childhood education and care.

Builds on YoungStar legislation and recent expansion of 4K, Head Start/Early Head Start, and inclusive practices for children with disabilities.

Draws from multiple state models.

Builds on rapid expansion of early care and education services.

Aligns with recommendations of the 2009 Governor's Building Bridges to Family Economic Success Summit.

Builds on existing initiatives for cross-sector professional development around early learning standards and other topics.

"America is wasting its education dollars on remediation of past failures. Getting it right from the start would leverage all other educational investments."

— Committee for Economic Development, The Economic Promise of Investing in High-Quality Preschool: Using Early Education to Improve Economic Growth and the Fiscal Sustainability of States and the Nation, 2006

“An effective early childhood system is multifaceted, as are the needs of young children and their families. Such a system aims to promote healthy child development by advancing early learning, health, and family support, and embracing all children.”

*Anne Mitchell
Build Initiative, 2010*

Recommendations:

Early Childhood Overall System

1. Create a Comprehensive Screening and Assessment System

Create a comprehensive screening and assessment system to identify children’s individual development needs and to facilitate referrals to appropriate services.

Initial efforts: An ECAC committee is working on an assessment of screening approaches (for instance, the use of the Ages and Stages instrument).

2. Create a Longitudinal Data System

Create a comprehensive longitudinal data system for planning and decision-making to ensure that outcomes are measured and evaluated.

Initial efforts: With the help of a substantial federal grant, the Department of Public Instruction is leading an effort to build a longitudinal data system that includes early childhood elements.

3. Develop Infrastructure

Explore and develop infrastructure models that align and leverage state, regional, and local resources, and engage the business, private, and philanthropic sectors as partners to improve early childhood outcomes.

Initial efforts: The ECAC has been examining different state models for providing leadership and direction for a state early childhood system, and is considering practices and options that would best fit Wisconsin. Several states have established public-private partnerships that leverage private funding at the state and local levels.

Summary of Wisconsin's Early Childhood Advisory Council Summary 2010 Report to Governor

Overall Goal

Every child will be healthy, nurtured, safe, and successful.

1. Stable, Nurturing, & Economically Secure Families	2. Safe and Healthy Children	3. Quality Early Learning
Outcomes: Families and communities foster stable and nurturing environments.	Outcomes: All young children are physically, socially, and emotionally healthy.	Outcomes: All young children experience nurturing early learning opportunities.
Opportunities for Action: <p>Increase evidence-based home visiting for children and families considered to be at-risk.</p> <p>Expand high quality parenting programs linked to early care and education settings.</p> <p>Increase the economic security and stability of vulnerable families through improved access to, and communication about, the economic support benefits for which they are eligible.</p> <p>Increase the capacity of parents to support their families through participation in education and job training programs.</p> <p>Build on community efforts to support families (through targeted efforts like Promise Neighborhoods, Harlem Children's Zone, or fatherhood initiatives).</p>	Opportunities for Action: <p>Develop and implement effective approaches to address health disparities due to income, race, or ethnicity.</p> <p>Create and implement incentives to increase access to oral health services.</p> <p>Develop a community response system to support children and their families where there is risk of neglect.</p> <p>Expand access to mental health specialists for children and their families with significant mental health challenges.</p> <p>Increase the understanding of parents, caregivers, and professionals to support the social and emotional well being of young children.</p>	Opportunities for Action: <p>Build on and coordinate existing professional development structures to create a system to train teachers, caregivers, and other providers to facilitate children's competencies in all areas of development (including but not limited to colleges and universities, YoungStar, DPI licensing, T.E.A.C.H. Early Childhood).</p> <p>Build an effective early learning system to address children birth to age three and their families, including a network of infant toddler specialists.</p> <p>Work through YoungStar to reward high-quality programs and improve the quality of care and education.</p> <p>Continue to support early learning through state Early Head Start/Head Start, four -year-old kindergarten and inclusive programming for children with disabilities.</p> <p>Strengthen community partnerships in the delivery of early learning services.</p>
Rationale: <p>Addresses gaps identified by UW assessment report: home visiting services and take-up of economic support benefits.</p> <p>Builds on recommendation from 2009 Governor's Building Bridges to Family Economic Success Summit.</p> <p>Builds on recent new federal resources for home visiting and efforts to strengthen parenting programs and parent education strategies.</p> <p>Research supports positive impacts evidence-based home visiting and parent engagement.</p>	Rationale: <p>Addresses gaps identified by UW assessment report: income and racial health disparities and poor oral health.</p> <p>Builds on recent efforts to address oral health care.</p> <p>Addresses Healthiest Wisconsin goals.</p> <p>Community response approach to address neglect builds on promising nationwide strategies and state progress.</p> <p>Research supports the importance of prevention and early intervention.</p> <p>A proportion of young children exhibit high levels of behavior that may indicate serious emotional issues.</p> <p>Builds on recent initiatives like the Infant Early Childhood and Family Mental Health Certificate.</p>	Rationale: <p>Addresses gaps identified by UW assessment report: quality of early care and education.</p> <p>Research supports positive outcomes from high-quality early childhood education and care.</p> <p>Builds on YoungStar legislation and recent expansion of 4K, Head Start/Early Head Start, and inclusive practices for children with disabilities.</p> <p>Draws from multiple state models.</p> <p>Builds on rapid expansion of early care and education services.</p> <p>Also recommended at 2009 Governor's Building Bridges to Family Economic Success Summit.</p> <p>Builds on existing initiatives for cross-sector professional development around early learning standards and other topics.</p>

Recommendations – Early Childhood System Level

- Create a comprehensive screening and assessment system to identify children's individual development needs and to facilitate referrals to appropriate services.
- Create a comprehensive longitudinal data system to be used in planning and decision-making to ensure that outcomes are measured and evaluated.
- Explore and develop infrastructure models that align and leverage state, regional, and local resources, and engage the business, private, and philanthropic sectors as partners to improve early childhood outcomes.



Appendices

A. Governor’s Early Childhood Advisory Council Membership

B. Development Over the Last Three Decades Graphs

- B1. Brain Development in the Early Years
- B2. Vocabulary Growth by Income
- B3. First Five Years: Economic Benefits and Public Investments
- B4. Brain Growth and Public Investment by Child Age

C. Current Wisconsin Landscape:

- C1. Key State Department Early Childhood Services
- C2. Additional Early Childhood Services Considered During System Assessment
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 - A. Overview of Use of ECE Settings by Age Group
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 - C. Distribution of Children in ECE Settings in Wisconsin
 - D. Overview of Children’s Utilization of Health Services
 - E. Overview of Utilization of Parent Education and Family Support Services

D. Key Resources and Websites

A. Governor's Early Childhood Advisory Council Membership

Secretary Reggie Bicha – Council Co-Chair Department of Children and Families	Coral Manning Policy Advisor to Governor Doyle (Former)
State Superintendent Tony Evers – Council Co-Chair Department of Public Instruction	Genniene Lovelace-Michel Family Child Care Provider Wisconsin Child Care Providers Together AFSCME-CCPT Council 40
Therese Ahlers Director Wisconsin Alliance for Infant Mental Health	Jay Maes President Wisconsin Head Start Association - Parent Affiliate
Nancy K. Armbrust VP, Education and Community Relations (Retired) Human Resource Systems and Strategy Schreiber Foods, Inc.	Lupe Martinez President and CEO UMOS – Corporate Headquarters
John Ashley Executive Director Wisconsin Association of School Boards	Richard Raemisch Secretary Department of Corrections
Michael Burke Program Director Buffett Early Childhood Fund	Kevin Reilly President University of Wisconsin System
Daniel Burkhalter Executive Director Wisconsin Education Association Council	Angela Russell Administrator Division for Early Care and Education Department of Children and Families
Dan Clancy President Wisconsin Technical College System	Richard Schlimm Executive Director Wisconsin Community Action Program Association
Shelley Cousin Executive Director Wisconsin Head Start Association	Ruth Schmidt Executive Director Wisconsin Early Childhood Association
Linda Davis Facilitator School Readiness Philanthropy Group	Mary Anne Snyder Executive Director Children's Trust Fund

Dave Edie Education Policy Analyst Wisconsin Council on Children and Families	Carolyn Stanford Taylor Assistant State Superintendent Division of Learning Support: Equity and Advocacy Department of Public Instruction
Delores Gokee-Rindal Administrator Red Cliff Early Childhood Center	Jon Stellmacher Senior Vice President, Chief of Staff & Admin. (Retired) Thrivent Financial for Lutherans
Lilly B. Irvin-Vitela Executive Director Supporting Families Together Association	Ann Terrell Director Division for Early Childhood Education Milwaukee Public Schools
Peter Kelly President and CEO United Way Fox Cities	Jennifer Thayer Assistant State Superintendent Division for Student and School Success Department of Public Instruction
Laura Klingelhoets Board President (Past) Wisconsin Child Care Administrators Association	Karen Timberlake Secretary Department of Health Services
Viluck Kue Executive Director Wisconsin United Coalition of MAA, Inc.	Phong Vang Executive Director Hmong American Association of Portage County
Kia LaBracke Executive Director Wisconsin Academy of Pediatrics	Joseph Wall Federal Prosecutor U.S. Department of Justice
Linda Leonhart Director Wisconsin Head Start State Collaboration Office Department of Children and Families	Rolf Wegenke President Wisconsin Association of Independent Colleges & Universities

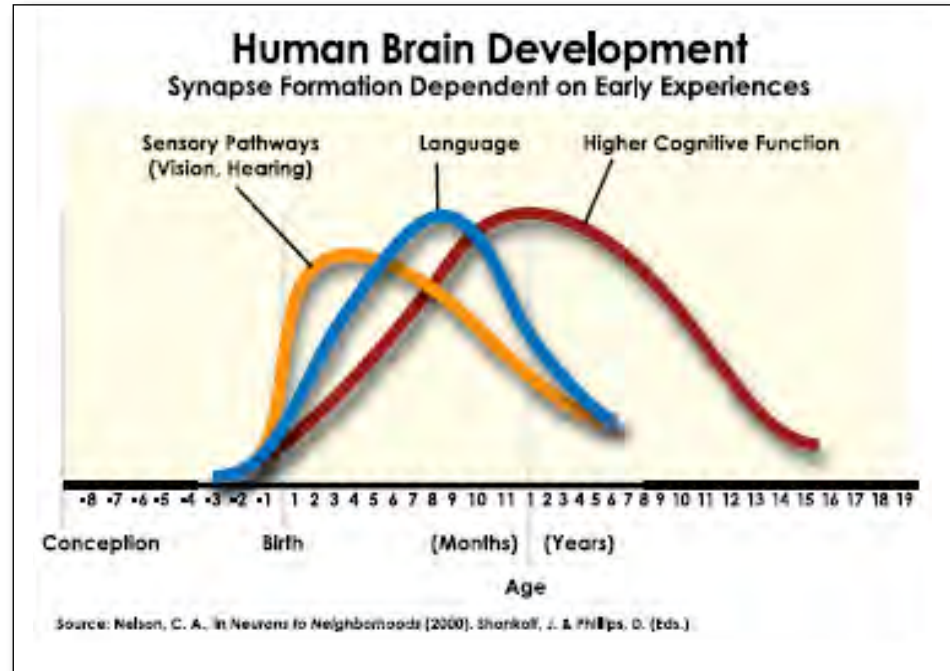
Appendix B

Development Over the Last Three Decades Graphs

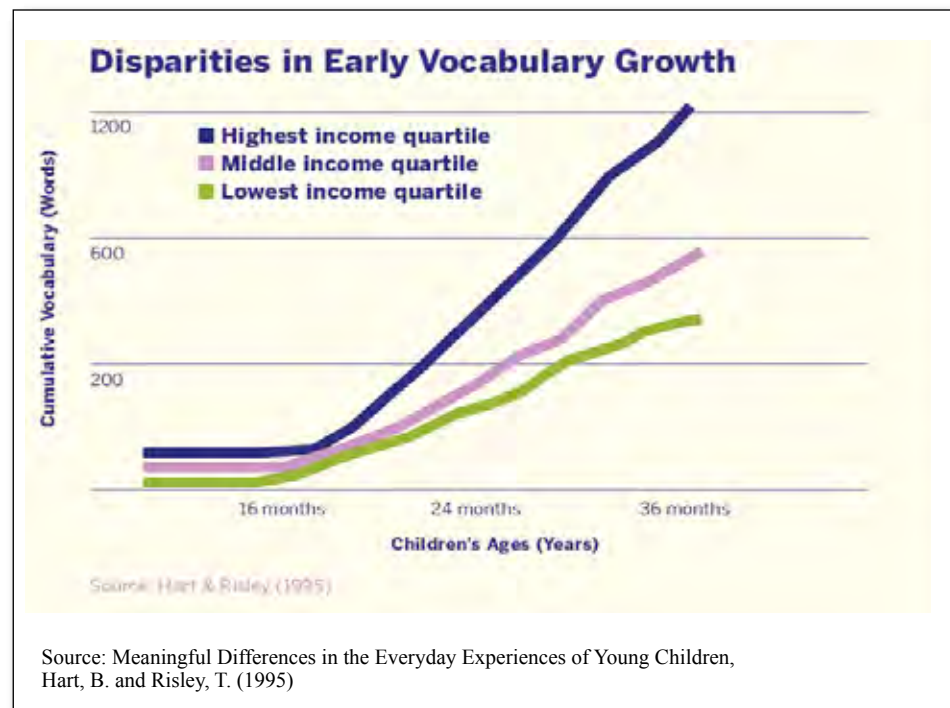
B1. Brain development in the early years

*“The research is clear.
The first five years
of development are
essential to a child's
subsequent success in
school and life.”*

*—Dan Nerad,
Superintendent,
Madison School District
letter to the editor,
May 2009*

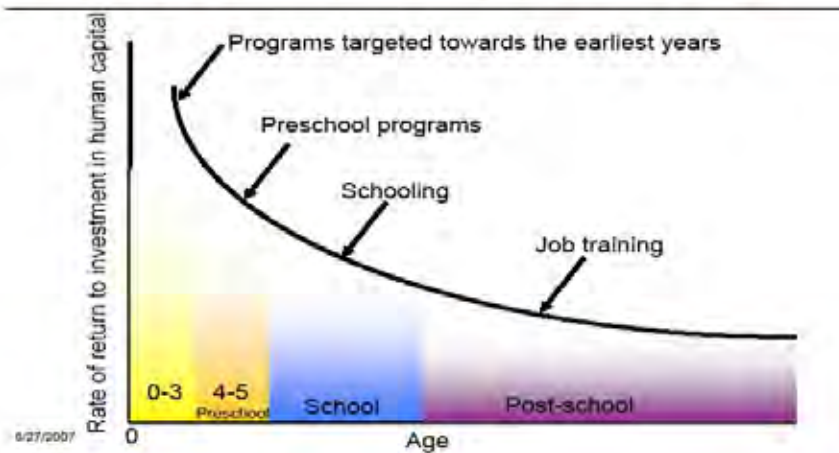


B2. Vocabulary Growth by Income



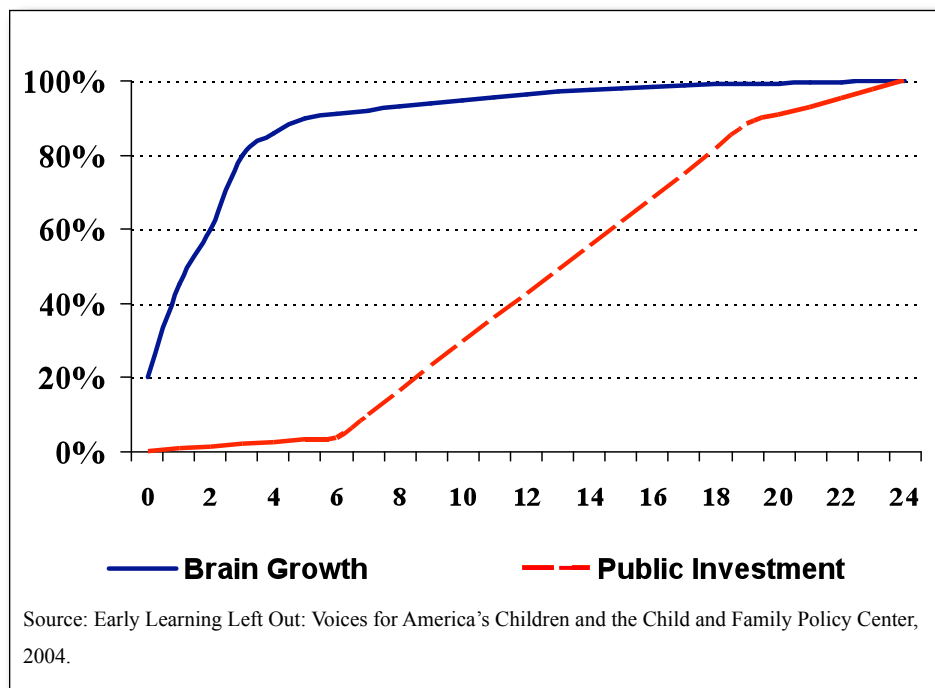
B3. First Five Years: Economic Benefits and Public Investments

Figure 9: Rates of Return to Human Capital Investment at Different Ages: Return to an Extra Dollar at Various Ages



Source: P. Carneiro & J. Heckman, Human Capital Policy, NBER, 2003

B4. Brain Growth and Public Investment by Child Age



Source: Early Learning Left Out: Voices for America's Children and the Child and Family Policy Center, 2004.

Appendix C

Current Wisconsin Landscape: CI. Key State Department Early Childhood Services

Early childhood services have grown up through a complicated combination of public, private, and semi-public services. The various funding streams and regulations for early childhood programs often developed independently of one another at the state and federal levels. The table below illustrates some key early childhood responsibilities of three Wisconsin state departments.

Department	Mission	Key ECE Programs	Key Funding Sources
Department of Children and Families	To promote the economic and social well-being of Wisconsin's children and families	<ul style="list-style-type: none"> ▪ Wisconsin Shares, the child care subsidy program ▪ Child care licensing and certification ▪ Home visiting pilots ▪ Child care quality improvement initiatives 	<ul style="list-style-type: none"> ▪ Federal Child Care and Development Block Grant ▪ Federal Temporary Assistance to Needy Families (TANF) ▪ Federal Title IV-E funds ▪ State General Purpose Revenue (GPR)
Department of Public Instruction	To ensure the opportunity of a quality education for every child in the state	<ul style="list-style-type: none"> ▪ 4-year-old kindergarten ▪ Early Childhood Special Education program (children ages 3-5) ▪ Head Start state supplement ▪ Child care food program 	<ul style="list-style-type: none"> ▪ State General Purpose Revenue (GPR) ▪ Federal Individuals with Disabilities Education Act (IDEA), Part B ▪ Local property tax revenue ▪ Federal Adult and Child Care Food Program
Department of Health Services	To protect and promote the health and safety of the people of Wisconsin	<ul style="list-style-type: none"> ▪ Birth-to-3 intervention program ▪ BadgerCare ▪ Women, Infants and Children health and nutrition program (WIC) ▪ Maternal and Child Health 	<ul style="list-style-type: none"> ▪ Federal Individuals with Disabilities Education Act (IDEA), Part C ▪ Medicaid ▪ Federal USDA ▪ Federal Health and Human Services

C2. Additional Early Childhood Services Considered During System Assessment

A wide range of programs and services can be considered part of the Early Childhood landscape. The programs and services listed below are examples of the components areas considered by the ECAC system assessment and design. It is acknowledged that there is overlap in many of these components; items will be listed in only one area. Some were considered for this report and others will be considered for future system assessment. The listings in each are not exhaustive, and all areas may not be listed.

❖ **Stable, Nurturing, and Economically Secure Families**

- Home visiting programs (Nurse Home Visitors, Parents as Teachers, HIPPY)
- Other types of parent-education programs or home visiting strategies (e.g., 4K parent outreach, IDEA visits, home visits with Head Start Center based services, programs for incarcerated parents)
- Availability of Family Resource Centers
- Include use of economic supports (food stamps, W2, Child Support)
- Include use/access to parental leave and/or paid parental leave
- Families of incarcerated parents
- Respite Care

❖ **Safe and Healthy Children**

- Child Protective Services/Abuse Neglect prevention
- Child Health Service Utilization (primary care)
- Access to Health Care coverage (e.g., enrollment, percent uninsured, EPSDT screens, immunizations, blood lead screenings, BadgerCare Plus)
- Oral Health (prevention, care usage, and access)
- WIC
- Child care food program participation
- Healthy eating and exercise (obesity, recess)
- Lead abatement programs
- Safety programs (car seat)
- Other supports for children with disabilities (Children with Special Health Care Needs Regional Centers)
- Car seat safety
- Prenatal Health care
- Community Response programs
- Availability of promotion and prevention for infants and toddlers (pyramid model)
- Availability of mental health services of infants, toddlers, and young children
- Include programs for young children who experience trauma such as domestic violence
- Include access to substance abuse treatment, depression, and other mental health services for parents of young children

❖ **Quality Early Learning**

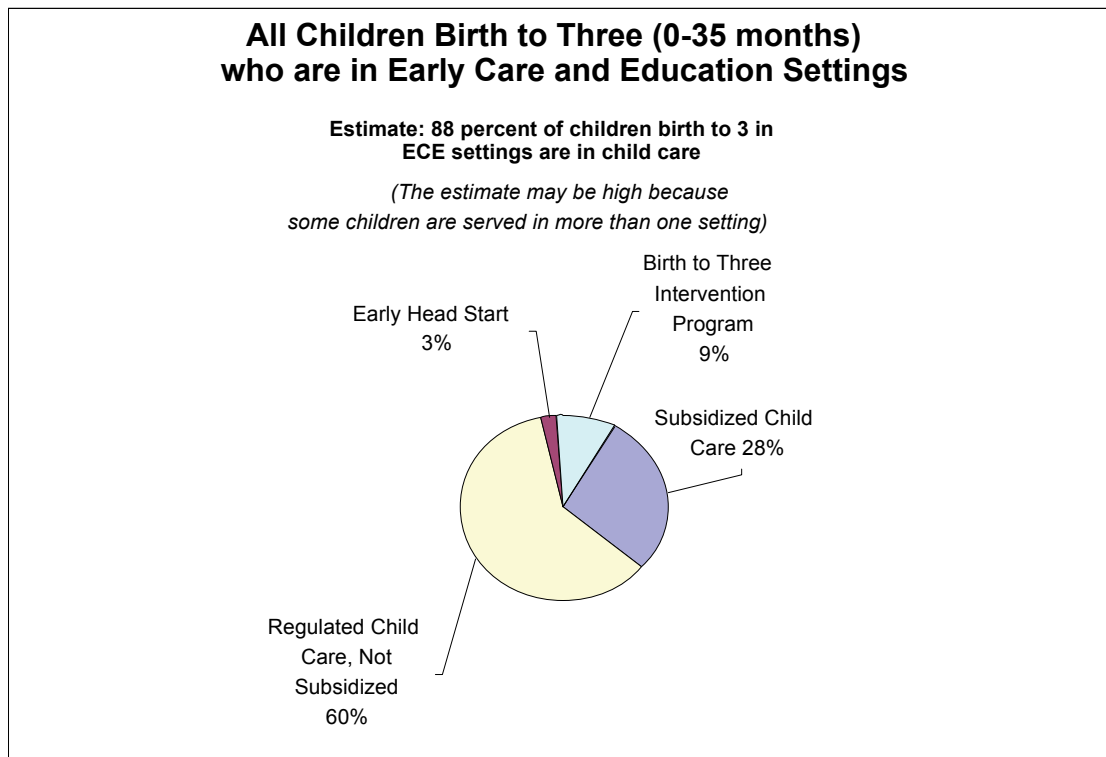
- Use of preschool by program type (Head Start, center-base care, family child care, 4K, Individuals with Disabilities Education Act Part B and C)
- Information on licensing and regulation by type
- Information on NAEYC accreditation for centers, and meeting Head Start performance standards
- Include availability of child care referral programs
- To extent possible, information on education and training of providers, including use of professional development training (TEACH, REWARD, teacher licensing).
- Include capacity to provide training and professional development via community colleges and other institutions
- Use of child care subsidies (WI Share), including amount used and any information on either unmet need or percent of eligible families that take up subsidies

C3. Access: Overview of Children in ECE Settings

A. Overview of Use of ECE Settings by Age Group

1. Estimate of Children Under Age 3 in ECE Settings

This figure provides an estimate of Wisconsin children under age 3 who are in various out-of-home ECE settings.ⁱ An estimated 88 percent of children under 3 served in ECE settings are in child care programs (subsidized and not subsidized), while 9 percent are served by the Birth to Three Intervention Program, and 3 percent in Early Head Start. The percent breakouts are estimates, and they don't account for children in multiple settings.

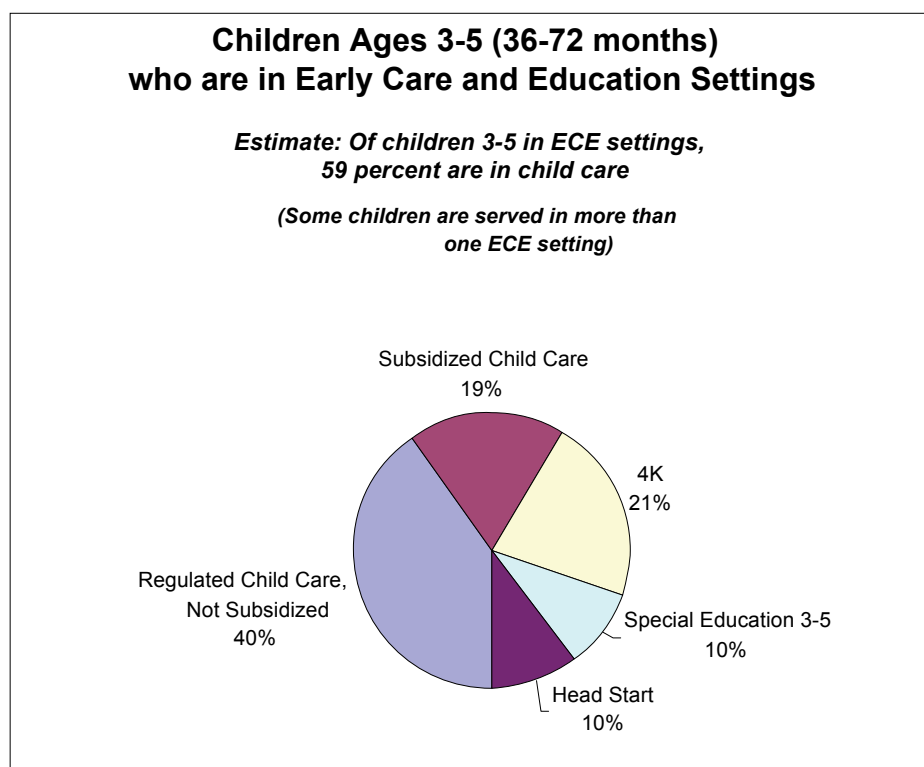


Data is unclear about what percentage of Wisconsin children ages birth to 3 are in ECE settings, largely due to duplicated counts of children who are in more than one setting, but our estimate is approximately 60,000 children, or 27 percent. Statewide data on home visiting programs were not available.

2. Estimate of Children Ages 3-5 in ECE Settings

This figure shows the breakout of preschool children (ages 3 through 5) in ECE settings. Many children are served in more than one ECE setting. Because the data includes duplicated counts, and because overall child care usage by age groups is not collected, it is difficult to arrive at reliable breakouts. For instance, many Head Start children are also enrolled in child care, many 4K programs are delivered in Head Start and child care settings, and Special Education services are increasingly delivered in natural settings like child care.

Child care is the ECE setting used most by preschoolers. Of children in ECE settings, an estimated 59 percent of children ages 3-5 are in child care settings, while 21 percent are in public 4K, 10 percent in Head Start, and 10 percent receive special education services.



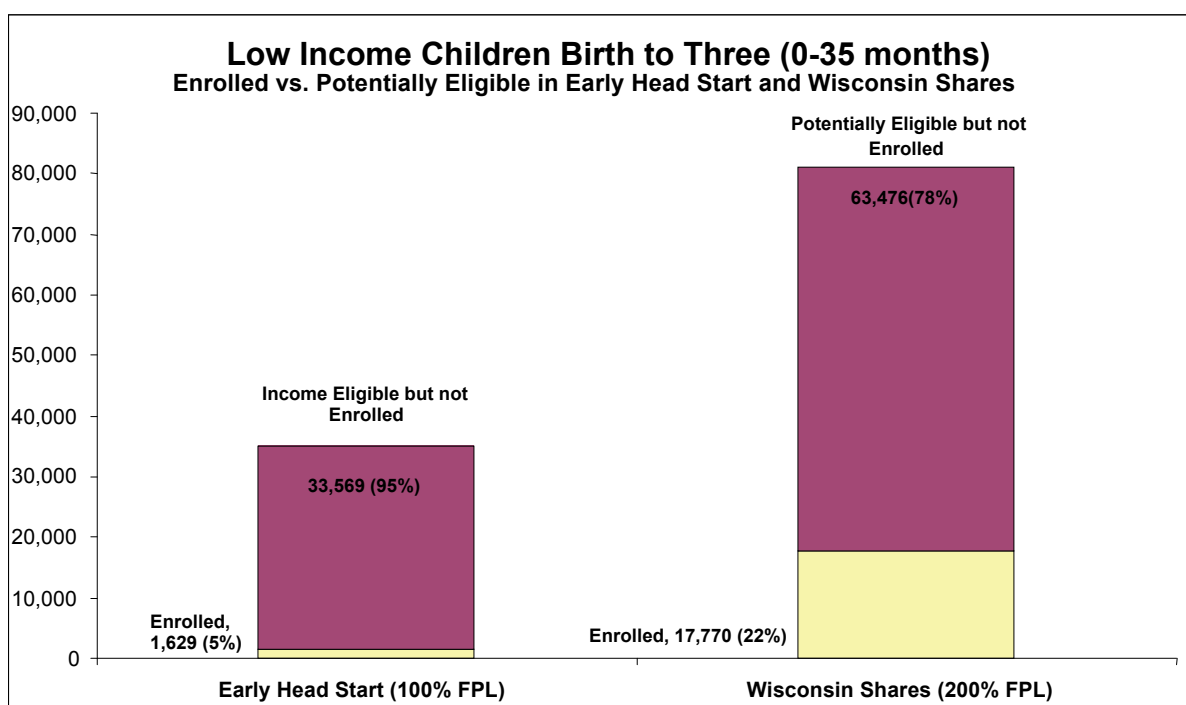
Data is unclear about what percentage of all Wisconsin children ages 3-5 are in ECE settings, largely due to duplicated counts of children who are in more than one setting, but our estimate is approximately 127,000 children, or 60 percent. Note that nearly all five-year-olds attend kindergarten, which we are not considering an “ECE program” in this paper. Statewide data on participation in home visiting programs were not available. If we estimate for 4-year-olds only, well over 75 percent are probably in ECE settings (4K, child care, special education, and Head Start).

B. Low-Income Children: Access to Key ECE Services

Most of Wisconsin's investment in early care and education is focused on low-income or disabled children (Wisconsin Shares, Head Start and Early Head Start, the Birth to 3 Intervention Program, special education, and most home visiting programs). Four-year-old Kindergarten is the primary non-targeted universal ECE program; it reaches many low-income children, since the program is free to all 4-year-olds.

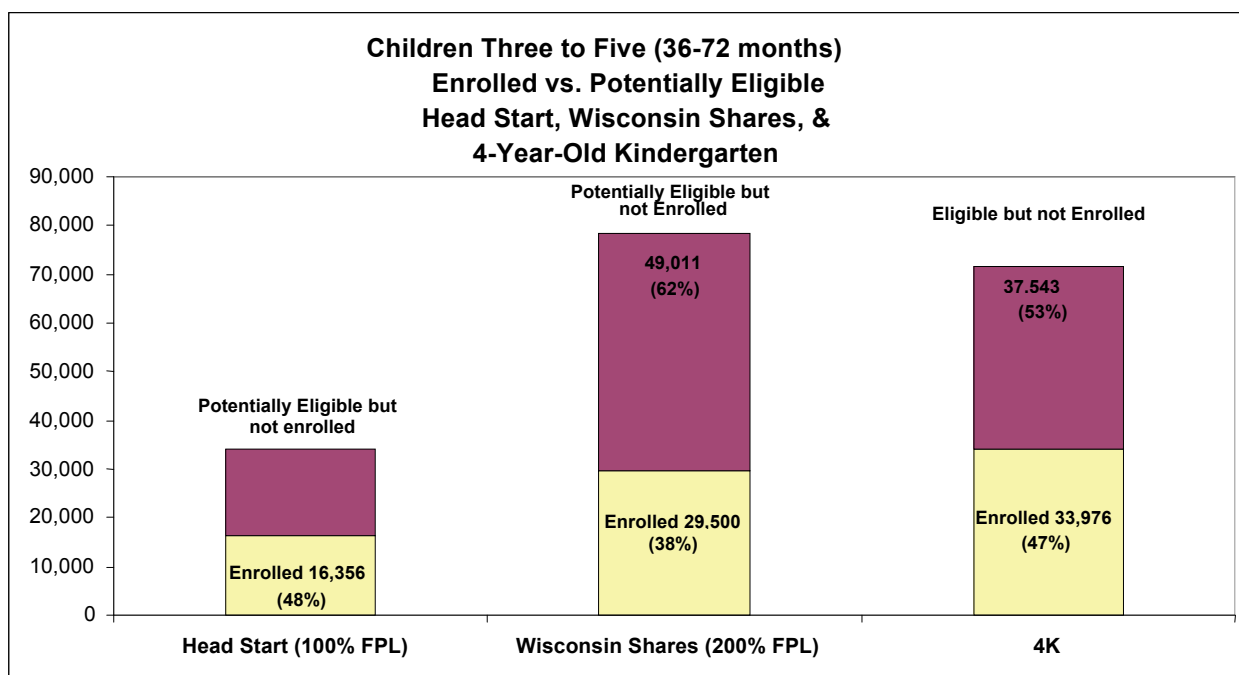
1. Low-Income Children Under Age 3: Early Head Start and Wisconsin Shares

Only a fraction of children under age 3 from low-income families who are eligible or potentially eligible for Early Head Start or Wisconsin Shares child care are receiving services, as shown by this figure. Potential eligibility was defined for Early Head Start as children in poverty and for Wisconsin Shares as children in families with income below 200 percent of poverty.



2. Low-Income Children Ages 3-5: Head Start, Wisconsin Shares, and 4K

Since 2007, an increasing percentage of children ages 3 to 5 are being served in Head Start, Wisconsin Shares, and 4-Year-Old Kindergarten. However, a significant percent of eligible or potentially eligible children are still not receiving these services, as shown by this figure.



The graph assumes potential eligibility for Head Start if children are in poverty, and potential eligibility for Wisconsin Shares if children are in families with income below 200 percent of poverty. For 4K, all 4-year-olds are eligible if a school district offers the service.

A significant number of Wisconsin's children are at risk of poor outcomes due to disadvantaged backgrounds, disabilities, or special needs. In Wisconsin, 37 percent of our children under age 6 grow up in low-income families (under 200 percent of poverty), and 16 percent of children under age 6 grow up in poverty. These rates are much higher for African Americans, American Indian, and Hispanic children. We know from extensive research that later success in school and life is rooted in the first five years, and that effective early care and education programs can help close the gap by engaging families early and enhancing children's development and early learning.

C. Distribution of Children in ECE Settings in Wisconsin

Data is less than clear about children in ECE settings, particularly because many children spend time in more than one setting during a typical week. This table provides estimates on where children under age 6 receive early care and education services.ⁱⁱ

Breakout of Children Served by ECE Settings		
ECE Setting	Estimated # Children Under Age 6 Served (duplicated counts)	Children Served Percent of Total
Certified family child care (2008)	13,770	6.9%
Licensed family child care centers (2009)	15,620	7.8%
Licensed group child care centers (2009)	93,734	46.7%
Head Start & Early Head Start (2008)	19,942	9.9%
4K (2008)	33,079	16.5%
Special Education 3-5 (2008)	15,153	7.5%
Birth to 3 (2008)	5,980	3.0%
Home visiting (Parents as Teachers only)	3,405	1.7%
TOTAL	200,693	100%

The majority of young children, an estimated **61 percent**, in ECE settings are served in regulated child care settings (combining children in licensed group child care centers, licensed family child care centers, and certified family child care). Because statewide child care enrollment data by age is not available, and many children are served in multiple settings and unduplicated data is not available, the estimates in the table may not be extremely precise; however, the data is probably in the ball park.

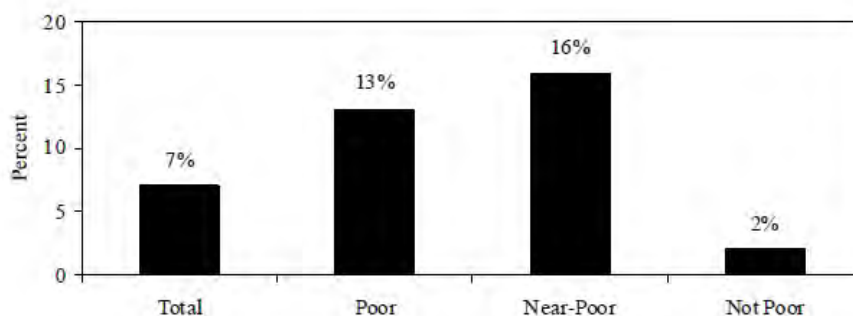
Note that home visiting data is from only one program (Parents as Teachers) because this model has been shown specifically to contribute to school readiness and because there is a state and national system for this model that supports data collection. Other home visiting models address school readiness, but data was not available. The number of children (and their families) served by **all** home visiting programs in Wisconsin is considerably higher, but no state system for data collection exists.

D. Overview of Children's Utilization of Health Services

1. Health Insurance

In 2009, about 86,000 Wisconsin children under the age of 18, or 7 percent of the 1,289,000 children in the state, were uninsured for part or all of the past year. Thirteen percent of children living in poor households (17,000) and 16 percent of children living in near-poor households (40,000) had no health insurance during part or all of the past year. In contrast, 2 percent of children living in non-poor households (19,000) had no insurance during part or all of the past year.

**Children Uninsured for Part or All of Past Year
by Household Poverty Status, Wisconsin 2009**



Source: 2009 Wisconsin Family Health Survey, Office of Health Informatics, Division of Public Health, Wisconsin Department of Health Services.

2. Medical Home and Preventive Exams

Although most children have health insurance, only 71 percent of families with children under age 5 report that their child has a medical home, a usual provider, and place for care that assists with coordination of health services.

About 84 percent of children had a preventive medical visit in the past year. However less than 26 percent of parents report their child under the age of 5 received a standardized screening for developmental or behavioral concerns.

3. Nutrition Services (Women, Infants and Children – WIC Program)

The purpose of the Special Supplemental Nutrition Program for Women, Infants and Children (WIC) is to promote and maintain the health and well-being of nutritionally at-risk pregnant, breastfeeding and postpartum women, infants and children. WIC provides supplemental nutritious foods, nutrition and breastfeeding information, and referral to other health and nutrition services.

The WIC Program provided services to 30,000 infants under the age of 1 and 68,000 children 1 through 5 years of age on average each month in 2010ⁱⁱⁱ.

E. Overview of Utilization of Parent Education and Family Support Services

Family resource centers provide valuable services to families across the spectrum of socioeconomic status, race, and ethnicity. Parents who use Family Resource Center (FRC) services report changes in their own knowledge and behavior that are correlated with lower risk of abuse and neglect. Results of the Family Resource Center data from 2009-10 provides this information on the services provided, families served, and outcomes reported:

- Family Resource Centers collected demographic information from 9,575 adults with 12,635 children.
- In SFY10, we asked participants how many FRC services they had ever participated in: 44 percent responded that they had participated in 1; 26 percent responded 2-3; and 22 percent responded participating in 4+ programs.
- Professional use: 17 percent of participants reported that they use the FRC as part of their job. Of the 17 percent:
 - most were in the education and child care fields;
 - 37 percent worked in a child care center;
 - 25 percent provided child care in their homes; and
 - 18 percent were teachers
- Direct services:
 - 1,542 group-based parent education courses with 2,457 people attending for a total of 23,020 people hours;
 - 666 parent workshops (4,032 participants or 16,722 people hours);
 - 676 support groups (1,472 participants or 10,319 people hours);
 - 6,131 parent-child activities (13,675 participants or 112,607 people hours);
 - 607 community education workshops (3,445 participants or 5,636 people hours)
- Home visitors:
 - Home visitors made 7,382 home visits for education and support in SFY10;
 - 2,596 adults and 2,931 children participated in those visits;
 - An additional 2,256 people hours were reported in home visits for outreach
- Calls and contacts:
 - Responded to almost 59,400 phone inquiries;
 - Benefited from 48,254 volunteer hours;
 - Made nearly 25,870 referrals to other community resources;
 - Hosted 307 special family events;
 - Made over 5,694 resource material loans;
 - Spent 5,416 hours on community collaboration

Appendix C3 sections A and B are taken from the report: Wisconsin Council on Children and Families, *Wisconsin's Early Care and Education Landscape: Planning for a Coherent System*, November 2009.

ⁱ Estimates of children under age 3 in child care settings used an assumption that 30 percent of children in regulated care were under age 3, and estimated that the number of children served in child care equaled the regulated capacity of licensed and certified child care providers.

ⁱⁱ Notes on estimates of children in care:

- Certified child care = 3446 programs x 6 = 20,676 capacity x .66 (assuming 6 children per program served and 2/3 of children under 5)
- Licensed family child care = 23,688 licensed capacity x .66 (assuming 2/3 of children under 6)
- Licensed group child care = 142,021 licensed capacity x .66 (assuming 2/3 of children under 6)
- Other counts are actual counts of children served (Head Start & Early Head Start, 4K, Special Education 3-5, and Birth to 3)

An undetermined number of children are served in more than one setting, leading to duplicate counts.

Appendix C3 section C was provided by the Department of Health Services:

ⁱⁱⁱ Source: 2007 National Survey of Children's Health, Wisconsin Specific, Data Resource Center for Child and Adolescent Health website

Appendix C3 section D was provided by the Children's Trust Fund.

Appendix D

Key Resources and Websites

Early Childhood System:

- **Wisconsin Early Childhood System Assessment Findings**
The findings of a report assessing Wisconsin's early childhood system for the Early Childhood Advisory Council by Katherine Magnuson at the University of Wisconsin, July 8, 2010.
<http://dcf.wisconsin.gov/ecac/default.htm>
- **Wisconsin Census Data**
Census data on Wisconsin children and families at state and county levels
http://www.wccf.org/kidcount_data.php
- **Science of Early Childhood Development**
A ground-breaking study on early childhood development, *From Neurons to Neighborhoods: The Science of Early Childhood Development*, by the National Research Council and the Institute of Medicine, 2000
http://www.nap.edu/openbook.php?record_id=9824&page=1
- **A Map of Early Childhood Research**
The Public Policy Forum in Milwaukee has created a searchable matrix of early childhood research in key areas delineating research on early childhood outcomes.
<http://www.publicpolicyforum.org/Matrix.htm>
- This **National Conference of State Legislatures NSCL website** provides information regarding return on investment from high-quality early education, including the work of Art Rolnick and Rob Grunewald (Federal Reserve Bank of Minneapolis).
<http://www.ncsl.org/default.aspx?tabid=16436>
- **The Partnership for America's Economic Success (PAES)**
PAES is a consortium of business leaders, economists, and philanthropists who have come together to increase understanding of how we can secure our economic future by helping all children to become successful adults through early childhood investment.
<http://www.partnershipforsuccess.org/index.php?id=01>

Stable, Nurturing, and Economically Secure Families:

- This report from Ounce of Prevention Fund in Chicago provides an overview of home visiting services, *Home Visitation: Assessing Progress, Managing Expectations*.
<http://www.ounceofprevention.org/research/pdfs/HomeVisitation.pdf>
- "Embedding Home Visiting within a System of Early Childhood Services"
This briefing describes a University of Chicago, Chapin Hall study by Deborah Daro and delineates strategies for incorporating home visiting into early childhood services and systems.
http://dcf.wisconsin.gov/ecac/pdf/home_visitation.pdf
- **2009 Governor's Building Bridges to Family Economic Success Summit Report**
This report provides an overview of recommendations regarding poverty reduction and family economic security.
http://dcf.wisconsin.gov/building_bridges_summit/default.htm

Safe and Healthy Children:

- **Wisconsin's State Health Plan**
Wisconsin's state health plan, *Healthiest Wisconsin 2020: Everyone Living Better, Longer*
<http://www.dhs.wisconsin.gov/hw2020/report2020.htm>
- **Information: Certificate for Infant Mental Health**
An overview of the new Infant Early Childhood and Family Mental Health Certificate
<http://www.dcs.wisc.edu/pda/mental-health/infant.htm>

Quality Early Learning

- *Eager to Learn: Educating Our Preschoolers*, a National Research Council study regarding early learning, 2001. <http://www.nap.edu/openbook.php?isbn=0309068363>
- **Learning to Read**
Annie E. Casey Foundation's special report, *Learning to Read: Early Warning! Why Reading by the End of Third Grade Matters, 2010*, includes recommendations on the need for a coherent system or early care and education.
<http://datacenter.kidscount.org/includes/PDF%20of%20Special%20Report%20Printer%20Friendly.pdf>
- **Report on Wisconsin Early Care and Education**
Wisconsin's Early Care and Education Landscape: Planning for a Coherent System, 2009, provides an overview of early care and education in Wisconsin and options for a system plan.
http://www.wccf.org/pdf/ece_planning_system_11-2009.pdf
- **Information on Wisconsin's YoungStar, Quality Rating Improvement System**
This website provides detailed information about YoungStar, Wisconsin's Quality Rating and Improvement System for child care.
<http://dcf.wisconsin.gov/youngstar/>

This report was developed jointly by the Early Childhood Advisory Council, the Department of Children and Families, and the Department of Public Instruction through a contract with the Wisconsin Council on Children and Families. Special recognition is due to Dave Edie who authored the first draft.

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Additional copies are available online at <http://dcf.wisconsin.gov/ecac/default>.

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